Chapter 1: Introduction

Background

The Pacific Coastal Salmon Recovery Fund (PCSRF) supports the restoration and conservation of Pacific salmon and their habitat in Washington, Oregon, California, Alaska, and Idaho. The PCSRF was established by Congress in response to the listings of Pacific salmon and steelhead[1] populations under the Endangered Species Act (ESA) in the 1990s, and the impacts of the 1999 Pacific Salmon Treaty Agreement between the United States and Canada. Since FY 2000, the PCSRF has supported state, local, and tribal efforts to restore and protect salmon habitat critical to the various stages of the salmon lifecycle. Additionally, the PCSRF is used to conduct watershed assessments; develop recovery and restoration plans at a variety of scales; enhance salmon populations; educate constituencies; and conduct research to monitor, evaluate, and support salmon restoration and conservation efforts. The National Oceanic and Atmospheric Administration's (NOAA) National Marine Fisheries Service (NMFS) oversees the administration of the PCSRF and distributes the Congressional appropriations to states and tribes in the Pacific Coast region. Congressional appropriations for FY 2000–2006 are shown in Exhibit 1-1.[2] Idaho was added to the PCSRF program in FY 2004.

Salmon Restoration and Conservation

Pacific salmon and steelhead are anadromous fish that spawn and rear in freshwater but spend much of their adult life in the ocean (see the salmon life cycle diagram on the inside front cover of this Report). Their habitat ranges from the inland watersheds draining into the region's rivers and streams, through coastal estuaries, to the Pacific Ocean. Salmon return to spawn in their birth

[1] Throughout this Report, unless otherwise specified, the word "salmon" is generally used to also refer to steelhead.

[2] Authorization for appropriations through FY 2003 was provided in the FY 2001 Appropriations Act (P.L. 106-553). Congress authorized the FY 2004 appropriation in P.L. 108-199 and the FY 2005 appropriation in P.L. 108-447. The amounts in Exhibit 1-1 are after rescissions and other reductions.

Exhibit 1-1: Congressional Appropriation of PCSRF Funds (in millions)

	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006
Washington	$18.0	$30.2	$34.0	$27.8	$26.0	$24.6	$24.7
Alaska	$14.0	$19.5	$27.0	$21.9	$20.6	$23.2*	$21.7
California	$9.0	$15.1	$17.0	$13.9	$13.0	$12.8	$6.4
Oregon	$9.0	$15.1	$17.0	$13.9	$13.0	$12.8	$6.4
Idaho	•	•	•	•	$4.9	$4.4	$2.2
Pacific Coastal Tribes	$6.0	$7.4	$11.0	$8.9	$8.4	$7.9	$3.9
Columbia River Tribes	$2.0	$2.5	$4.0	$3.0	$3.1	$2.5	$1.2
Total	$58.0	$89.8	$110.0	$89.4	$89.0	$88.2*	$66.5

* Does not include $500K (pre-rescission) that Congress transferred to a vessel buy-back program.

stream leading to genetically distinct populations that have evolved over time based on geography and other factors. These population groups are referred to as Evolutionarily Significant Units (ESUs) for salmon and Distinct Population Segments (DPSs) for steelhead. There are 37 salmon ESUs and 15 steelhead DPSs (52 total) within the Pacific Coast region (not including Alaska). Of these, 16 ESUs and 10 DPSs are currently listed as threatened or endangered under the ESA. The ESUs and DPSs are organized into seven recovery domains. A map showing the recovery domains and ESA-listed ESUs/DPSs can be found on the inside back cover of this Report.

Many human-caused and natural factors have contributed to the decline of salmon over the past century. Activities such as urban development, logging, grazing, hydropower, and agriculture can alter important spawning and rearing habitat. Past harvest and hatchery practices have also affected salmon abundance and left populations more susceptible to fluctuations in the natural environment, such as changing ocean conditions, predators, droughts, fires, and floods. Many of these activities and conditions continue to threaten salmon and their habitat, even as programs such as the PCSRF seek to restore endangered and threatened salmon and prevent other salmon populations from becoming threatened with extinction.

The actual benefits of restoration activities can take years to realize due to the significant time lag between investment and project activity, activity and physical habitat changes, and habitat changes and biological response. This time lag makes it all the more important to ensure that funds used for salmon restoration and conservation address the highest priority needs and that the results of recovery actions are monitored and evaluated over time. Accordingly, the PCSRF supports watershed assessments and recovery planning efforts to identify the key factors that limit salmon recovery (limiting factors) for different ESUs and DPSs and to identify and prioritize recovery actions based on those limiting factors. The PCSRF also provides resources for projects that monitor the health and status of watersheds and salmon stocks, providing information needed to evaluate whether habitat restoration projects and recovery actions are appropriate and effective.

PCSRF Performance Goals and Measures

The overall purpose of the PCSRF is to contribute to the restoration and conservation of salmon and steelhead populations. Over the last several years, NMFS and its state and tribal partners have worked together to identify short-, mid-, and long-term goals and performance indicators that can be used to assess progress being made toward those goals. For more information on goals, see the *Pacific Coastal Salmon Recovery Fund Performance Goals, Measures and Reporting Framework* at http://www.nwr.noaa.gov/Salmon-Recovery-Planning/PCSRF/upload/PCSRF-Perf-Framework.pdf. The goals of the PCSRF are as follows:

Short-Term

» Enhance the availability and quality of habitat
» Improve management practices
» Address major habitat limiting factors for ESA-listed salmon and steelhead

Mid-Term

» Maintain healthy salmon populations
» Improve the status of ESA-listed salmon

Long-Term

» Ensure overall sustainability of naturally-spawning Pacific salmon.

NMFS and the states and tribes have developed a Performance Reporting Framework that provides an evolving mechanism to track progress. Development of the indicators in the Framework focused on the specific investments being made with the PCSRF, recognizing that there are other variables that affect salmon recovery. Other variables include biological constraints inherent in the salmon lifecycle and factors such as climate and ocean conditions. The Performance Reporting Framework (Exhibit 1-2) outlines the "inputs" into the program (e.g., funding, in-kind contributions), "outputs" (e.g., number of projects, number of acres/miles treated), and "outcomes" (e.g., improved habitat, fish populations). The PCSRF tracks and reports on performance at two different spatial scales—region-wide and recovery domain level. Indicators that provide measures of progress relative to outputs and outcomes are identified in the following sections and chapters.

Exhibit 1-2: Performance Reporting Framework

			PCSRF Goals (Outcomes)		
Inputs	Reporting Categories	Outputs	Short-Term (<5 years)	Mid-Term (5-15 years)	Long-Term (>15 years)
PCSRF funding to state and tribal governments through grants and contracts State direct match resources State, tribal, and other indirect contributions	» Habitat Restoration » Habitat Protections » Habitat Access » Water Quality » Water Quantity » Hatcheries/Enhancement » Harvest Management » Watershed/Species Planning and Assessment » Recovery Plan Development and Implementation » Research, Monitoring and Evaluation » Outreach, Education and Technical Assistance	» Instream habitat projects » Wetland habitat projects » Estuarine habitat projects » Land acquisition projects » Riparian habitat projects » Upland habitat projects » Fish passage projects » Hatchery fish enhancement projects » Watershed/species planning and assessment projects » Research, monitoring, and evaluation projects	Enhanced availability and quality of habitat Improved management practices Habitat limiting factors addressed for ESA-listed salmon	Improved status of ESA-listed salmon (naturally spawning populations increased) Maintained healthy salmon populations	Overall sustainability of Pacific salmon

Distribution of Funding for Salmon Restoration and Conservation

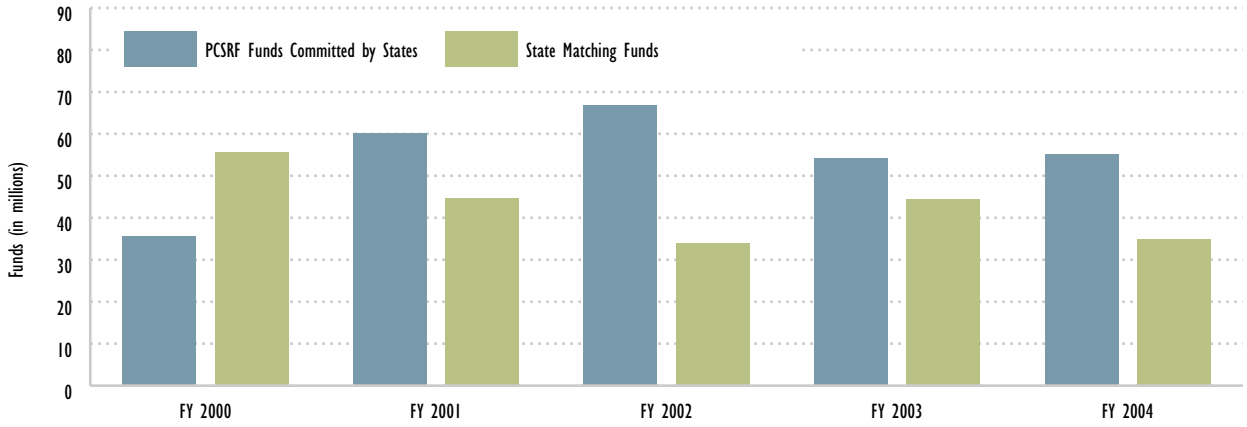
NMFS administers the PCSRF program and shares implementation with the states and tribes in the Pacific Coast region. Congressionally appropriated PCSRF funds are distributed by NMFS to the states and tribes, who subsequently distribute them to various partners to carry out activities that address the PCSRF goals. Final recipients of the PCSRF and matching state funds include state, local, and tribal governments; private landowners; conservation districts; local watershed groups; and many other organizations. NMFS has established memoranda of understanding (MOUs) with the states of Washington, Oregon, California, Alaska, and Idaho as well as three tribal commissions on behalf of 28 tribes[3]. The MOUs establish criteria and processes for funding priority projects.

States provide funds to match the PCSRF distributions through their grant distribution processes. Tribes are not required to provide matching funds. The PCSRF and state matching funds are, in turn, supplemented by private and local contributions at the project level, including additional resources, volunteer time, and other in-kind donations. Local support for salmon restoration and conservation activities that has occurred as a result of the implementation of collaborative PCSRF projects is difficult to quantify. Exhibit 1-3 shows the total amounts of PCSRF and state matching funds for salmon recovery (not including local and sponsor match) by fiscal year.

The PCSRF funds were awarded to the states and tribes as appropriations became available, which typically occurred well after the October 1 start of the federal fiscal year. States and tribes must submit grant applications to NMFS each year, and those grant awards are followed by state and tribal processes for screening and selecting priority projects and distributing the funds. Washington, Oregon, California, and Idaho each conduct a competitive grant process, which normally takes 4 to 12 months to complete. Many of the PCSRF funds are committed to projects in the year following the availability of appropriations due to these competitive funding cycles. Actual project completion can take several additional years because of construction windows, the seasonal nature of salmon work, permitting delays, and processes required to issue contracts for the work to be done. Evaluating progress toward the PCSRF goals of improved habitat and sustainable salmon requires multiple years of monitoring. The PCSRF grantees must target 10 percent of funds for monitoring and evaluation to ensure the program's ability to measure desired outcomes. Since the FY 2003 funding cycle, NMFS has required the PCSRF grantees to report information and metrics on project activities into a common database using a consistent set of performance indi-

[3] The Northwest Indian Fisheries Commission (NWIFC) on behalf of 20 western Washington treaty tribes, the Klamath River Inter-Tribal Fish and Water Commission (KRITFWC) on behalf of the four Klamath River basin tribes, and the Columbia River Inter-Tribal Fish Commission (CRITFC) on behalf of four Columbia River basin treaty tribes. The first two Tribal Commissions are discussed as "Pacific Coastal" tribes in this Report.

Exhibit 1-3: PCSRF and State Matching Funds Committed for Salmon Recovery in Washington, Oregon, and California, FY 2000-2004*



* FY 2004 includes Idaho.

cators (see http://webapps.nwfsc.noaa.gov/pcsrf). This database is now the source of information that is used in the Performance Reporting Framework to track progress toward the PCSRF goals.

The state processes for allocating the PCSRF and state matching funds complement existing state procedures and processes. These processes include rigorous reviews of the scientific and technical merit of proposals, public and stakeholder input, and mechanisms to ensure that selected projects include measures to provide for performance reporting and accountability in the use of public funds.

Report Organization

The remainder of this Report is organized into four chapters. Chapter 2 summarizes region-wide progress toward the PCSRF goals. The discussion focuses on outputs in the Performance Reporting Framework. Chapter 3 presents the most current information available about the status of ESA-listed salmon populations in Washington, Oregon, California, and Idaho and highlights progress toward the goals in each of the recovery domains. Much of the information presented in Chapter 3 represents outcomes that are derived primarily from sources outside of the PCSRF program. Chapter 4 describes the program's accomplishments at the state and tribal level. Chapter 5 offers concluding remarks about the PCSRF contributions to salmon restoration and conservation.